# Chapter 5

# The Capitol-

Mississippi Crescent

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# 5.1 The Crescent.

The Framework approaches the downtown as a series of precincts roughly defined by prominent features, amenities and/or by geographic boundaries. The early inventory phase of the Development Framework revealed clusters of initiatives building on historic assets such as the Capital Mall, Rice Park, the Wabasha spine, the Mississippi River valley and the waterfront. This led to the selection of four precincts for detailed study: Wabasha Corridor, Rice Park-Civic Center, Upper Landing, and West Side.

A key criterion in selecting these precincts was the desire to deal with immediate needs and maximize the benefits of proposed initiatives. Within the four precinct areas, a number of pivotal projects were identified, including the recently-built Minnesota Children's Museum, the new Wabasha Bridge, new Shepard Road, the Civic Center expansion, the new Science Museum, the St. Paul Companies' rehabilitation of the Hamm Building, and the continuing upgrading of Harriet Island Park.

When the precincts are combined, these major initiatives and their connecting links form an observable pattern, a kind of "fertile crescent." This crescent contains and links together many of the most significant existing assets and current initiatives within the Capital City's urban core. It is primed to be a major focus of investment in Saint Paul, extending from the Capitol, to the Upper Landing Precinct, to Harriet Island and on to the West Side. To accelerate the revitalization of the urban core and demonstrate the value of real urbanity in an area of significant opportunity, the implementation of the Framework strategically targets complementary and linked efforts where their impacts will be greatest. By creating a continuous and vibrant link from the Capitol to the West Side, the Capitol-Mississippi Crescent will re-position Saint Paul as a dynamic contemporary river city, fundamentally re-orienting its focus while building on its present strengths.

There is a compelling historic resonance to this set of linked opportunities extending from the Capitol to the Mississippi River. In Cass Gilbert's visionary designs for the "new" State Capitol at the turn of the century, he recognized the importance of the larger context: an emerging downtown and a high-profile location on the river. Relocated from the downtown area to a prominent knoll overlooking the city at the head of Cedar Street, the Capitol dome became a focal point for the entire city. His sketches and studies proposed avenues and boulevards that would radiate from prominent Capitol buildings, connecting the Capitol to the surrounding city and the Mississippi River. Concurrently, he sought to create an approach to the Capitol appropriate to its stature.



many of the most significant existing assets and current initiatives within the Capital City's urban core and is primed to be a major focus of investment.

Over time, elements of his vision were built. One of the most enduring pieces is Irvine Park. Originally conceived as a major urban square, it is today a serene and magnificent neighborhood park offering views of the river from its bluff top location. Cedar Street was also partly developed as an urban boulevard. Much of Gilbert's concept was never fully realized as he had envisioned, as short-sighted decisions gradually diminished its impact. However, the underlying inspirational idea endures. As Gary Phelps notes in The History of Minnesota State Capitol Area, "the original vision remains today."

A century later, the Capitol-Mississippi Crescent, as it has emerged in the Framework, represents an opportunity to finally bring to fruition Cass Gilbert's powerful vision to link the Capitol to its waterfront, albeit in an entirely different form. At both ends of the crescent of opportunity there is a pre-eminent public space, Harriet Island Park on the West Side and the Capital Mall. Wabasha Street as a revitalized main street is the primary corridor linking the two. Direct connections to the river are made at a number of locations, including the Wabasha Street Bridge, Rice Park and the grand public stair at the Science Museum, Celebration Park and the Upper Landing, and on the West Side from Harriet Island. The Mississippi River valley within the core city becomes a regional destination. In its entirety, the area runs north to the Capitol some 12 blocks from the river and is approximately 4 blocks wide.

The realization of this century-old ambition provides the broader context for a series of new and related development initiatives. The revitalization of the West Side, the creation of a new waterfront neighborhood on the Upper Landing, Celebration Plaza on the river, the new Science Museum and Civic Center expansion, the redevelopment of the Applebaum's block on Wabasha Street, the refurbishing of Wabasha Street, the World Trade Center redevelopment, the new Capital Area Architectural and Planning Board Comprehensive Plan and the Fitzgerald Park initiative each represent a key building block in achieving the overall vision. High priority projects in their own right, they cumulatively form a single city-scale project that will advance the revitalization of the downtown.

The role and contribution of each precinct is considered in detail within the larger context. A vision for its development is supported by key guidelines and recommended initiatives covering all aspects of physical development from streetscape to built form. A range of potential private, public and community projects is identified. Each initiative represents a discrete step toward the achievement of the larger vision.



# 5.2.1 The role of Wabasha: strengths, weaknesses and opportunities.

Wabasha Street is a powerful repository of the city's collective memory and Saint Paul's historic main street. Early this century, Cass Gilbert developed a vision in which an active downtown radiates out from and is connected to the Capitol. Until World War II, Wabasha was one of the connecting streets, vibrant and busy, lined with stores and filled with pedestrians. In the postwar era, considerable change occurred. The building of the interstates, a loss of retail market share, the conversion to one-way streets, and the extensive development of the skyway network gradually diminished pedestrian and retail activity along the street.

The Wabasha Corridor still plays an important ceremonial role, however, linking the Capitol, Mississippi River, Raspberry Island and West Side all the way to Concord. The Wabasha Corridor is also a primary axis of economic activity, supporting a diversity of new and existing commercial ventures. The tide is turning back, led by the World Trade Center and Town Square initiatives, and the new Wabasha Bridge.



Cass Gilbert's historic vision to link the Capitol to the Mississippi (above), thwarted by short-sighted development and construction of the freeway (below), is revisited by the Framework.



### Strengths

Between the Capital Mall and the river, Wabasha Street is characterized by numerous buildings of architectural and historic merit, a relatively consistent street wall, a comfortable building scale, and a good building-height-to-street-width relationship. There is a diversity of uses along its length, ranging from institutional, retail, and housing, although some of these are at the lower end of the market.

The skyway network terminates and comes back to street level at a number of locations along Wabasha Street: the Children's Museum, Wabasha Court, 7th Place Mall and Capital Centre Plaza. As a result, Wabasha Street continues to have pedestrian activity at street level. A number of cultural amenities are in close proximity, including the Ordway Music Theater, Landmark Center, Central Library, Fitzgerald Theater, and Science Museum. The street also forms an important view corridor between the Capitol and the Mississippi River.

### Weaknesses

There is an air of decline about portions of Wabasha Street. The retail uses along its length are of mixed character. While there are some good-quality stores, many are weak and there are a number of vacant buildings and lots. Several residential buildings along Wabasha Street (the Lowry Hotel, 7th Place Residences and Schubert Apartments) generate unwanted activities, such as loitering. These activities, combined with a lackluster streetscape and a lack of vitality at-grade, create a street that is often uninviting to pedestrians after regular business hours.

Despite the proximity of a number of outstanding amenities, Wabasha Street feels cut off from its surroundings. For example, there is little sense of connection to Rice Park or Lowertown due to the unappealing nature of the intervening streets and the lack of activity at ground level. Capital Centre Plaza lies in the heart of the business community, at the junction of street and skyway, yet is lacking in identity and pedestrian appeal. One-way traffic on Wabasha Street that flows north, away from the Mississippi River, is disorienting and not conducive to retail activity at-grade.

# Opportunities

Several key redevelopment and planning opportunities are poised to play a major role in revitalizing Wabasha Street. These include: the potential expansion of office space for a number of major private corporations, the recently announced renovation of the World Trade Center and Town Square that will create a more vibrant facade along Wabasha and 7th Streets, the revision of the Capital Area Architectural and Planning Board's Comprehensive Plan and implementation of the Wabasha West Study. As well, there is the potential need for additional State office space associated with the Capitol, the potential construction of a State visitor center near I-94, the rehabilitation/re-use of the existing Science Museum facilities, and the potential for creating a new Fitzgerald Park at Exchange Street as the core of a new urban village. The City is planning investments in an improved streetscape including conversion to two-way operation and has already re-established on-street parking. Finally, Wabasha is located between two large potential redevelopment areas: the Northwest Quadrant (with the closure of St. Joseph's Hospital) and the Northeast Quadrant.

There are a number of individuals, agencies and groups who share the commitment and desire to restore the street to its former glory and fully realize it inherent potential. The

August 1996 report "Strengthening Vitality West of Wabasha: Ideas from the Community" contains a complete inventory of potential initiatives in the Wabasha West area on a block-by-block basis. The Wabasha Corridor is also a high priority of the Capital City Partnership.

The planned renovation of the World Trade Center and Town Square will create a welcome presence at the juncture of Wabasha and West 7th Streets.



Wabasha was once a pedestrian-oriented, dynamic main street.



# 5.2.2 The Vision.

Wabasha Street is a lively, people-oriented spine connecting a series of distinct destination nodes within an urban setting of high-quality buildings and public spaces. With a change in attitude and a number of key initiatives in place, there is now an opportunity to regain much of the street's former glory.

# 5.2.3 Objectives and guidelines.

Based on the broad Framework goals, the following objectives and guidelines are intended to direct the development of the Wabasha Corridor toward the achievement of the Vision.

# **PUBLIC REALM**

Objective:

Refurbish Wabasha as downtown's main street – a green, pedestrian-oriented ceremonial street linking the Capitol to the river and the West Side.

Guideline:

Improve the pedestrian environment.

- Widen the sidewalks and narrow the street pavement, where feasible, to maximize the available area for pedestrians.
- Introduce street trees, plantings, and other streetscape improvements.
- Provide at-grade weather protection in the form of awnings, and permanent and convertible arcades.



The current redesign of the Capital Centre Plaza provides the opportunity to create a more successful urban square.



# Guideline: Program public spaces to sustain activity.

- Build on the city's Wabasha Street Initiative to encourage greater use of the public realm.
- Develop innovative year-round programs for the diverse open spaces that abut the Wabasha Corridor.
- Cooperate with the State to program activity on the Capital Mall throughout the year.
- Support temporary seasonal attractions such as Taste of Minnesota and the Winter Carnival.

# Guideline: Create links to other parts of the core.

- Create green "fingers" extending out from Wabasha Street to establish connections to the surrounding neighborhoods: Rice Park, Lowertown, the Northeast and Northwest Quadrants.
- Improve 4th, 5th, and 6th Streets through plantings, sidewalk widening, pedestrian-scale lighting, street furnishings, pavings.
- Develop Kellogg Boulevard and 7th Street, the major connecting cross-roads, as green urban boulevards.
- Create a weather-protected walkway along the city balcony "river walk" as opportunities arise.
- Incorporate the covered portion of 2nd Street below Kellogg Mall as a link to Lowertown.
- Enhance visual connections by preserving key view corridors:
  - along 5th Street to the Saint Paul Hotel
  - · along 6th Street to the Landmark Center
  - along 7th Place Mall to the St. Paul Companies
  - · along Exchange Street to the Central Presbyterian and St. Louis Catholic Churches
  - along Wabasha Street south to the Mississippi from 4th Street
  - · along Kellogg Boulevard to the Mississippi.
- Remove the skyway between the Science Museum and the Arts and Science Center to improve the view corridor between the Capitol and the Mississippi River.
- Green the I-94 corridor:
  - · Plant with trees, shrubs and perennials along the rim.
  - Augment existing tree patterns with understory plantings and additional tree plantings on the downtown side of the road frontage.

# **LAND USE**

Objective:

Establish a range of uses and activity nodes along Wabasha Street that encourage vibrancy for additional hours of the day.

Guideline:

Encourage people to live and work along Wabasha.

- Encourage uses that support living and working downtown, including:
  - grocery and convenience stores,
  - · restaurants,
  - · convenient on-street short-term parking,
  - neighborhood parks,
  - opportunities for indoor and outdoor recreation.
- Create an urban village at the north end of Wabasha Street that builds on the existing Arts and Science Neighborhood.
  - Encourage a broad mix of uses, including a significant concentration of housing, cultural amenities, State offices, and potentially the Visitors' Center.
  - · Develop an expanded park on the Arts and Science Annex site as the focus of the village.
- Develop an urban village on the West Side at the new South Wabasha Bridge Head, accommodating retail stores, restaurants, and new housing as a focal point of activity on the riverfront.
- Renovate existing structures to provide quality residential accommodation for an expanded range of incomes including the:
  - · Lowry Hotel,
  - 7th Place Residences,
  - · Schubert Apartments.
- Consider underutilized sites as a strategic opportunity to incorporate new residential uses including the:
  - · Public Health Building site,
  - · Fitzpatrick Building,
  - · Capitol Square Building block,
  - St. Joseph Hospital site (a long-term potential when the hospital relocates).

Guideline:

The Fitzgerald Theater is one of the amenities around which a new residential community could be focused at the north end of Wabasha. Some existing residential buildings should be renovated to accommodate a broader range of incomes.



# Encourage a mix of uses.

- Generally encourage a greater mix of uses within downtown including:
  - a diversity of housing,
  - retail,
  - · office,
  - · entertainment,
  - · parks for a range of ceremonial and neighborhood needs.
- Develop retail uses at-grade along the length of the corridor.
- Use the renovation of existing buildings and construction of new buildings, including new
  State offices, as opportunities to introduce active, street-related uses, such as cafes, restaurants,
  retail uses, and services. For example, redevelopment of the Wabasha Court Building and
  the Applebaum's block should incorporate active, street-related uses on the ground level.
- Encourage major corporations seeking expansion to locate on Wabasha Street between Kellogg Boulevard and 7th Street.

# **BUILT FORM**

Objective: Encourage cohesive street frontages.

Objective: Incorporate significant heritage structures.

Guideline: Preserve heritage buildings.

- Preserve and rehabilitate buildings of architectural and/or historical merit including:
  - · City Hall,
  - · Commerce Building,
  - · Saint Paul Building,
  - · Northern States Power Company Building,
  - Ecolat
  - · Minnesota Children's Museum,
  - · Fitzgerald Theater,

- · Lowry Hotel,
- · Hamm Building,
- 7th Place Residences,
- · Orpheum Theater,
- · Fitzpatrick Building (Nates Clothing),
- Exchange Building (formerly Saint Agatha's Conservatory of Music and Arts).

# Guideline: Encourage buildings to frame and address the street.

- Renovate existing buildings that do not relate strongly to street level to have a greater presence on the street and improve the relationship with enhanced street-level activities.
  - The exterior wall and ground floor of the Radisson Hotel should be renovated to create greater transparency and a stronger relationship between the interior and the adjacent sidewalks on Wabasha Street and Kellogg Boulevard.
  - The street level of Dayton's can be improved to address the street and create greater transparency. Short-term initiatives have included planters, window displays, public art, improved sidewalks and seating/tables. Long-term initiatives should include building exterior redesign, new street-related shops, pedestrian-scale lighting, street trees, awnings, and improved paving.
- Redevelop vacant and underutilized blocks with new projects that strengthen the street edge.
  - The redevelopment of Wabasha Court and the Applebaum's block should be designed to contribute to the revitalization of the Wabasha frontage and to improve connections to Rice Park.
- Direct strategic "infill" to vacant lots that are critical to defining the edges of the urban core, particularly at the north end of Wabasha Street.
- Create "anchors" at the north and south end of the Wabasha Corridor.
  - On the West Side, an activity node should be created at the South Wabasha Bridgehead with continued links to Concord.
  - A gateway should be created to anchor the north end of Wabasha Street and improve the connection to the Capital Mall.

Design details can signal a pedestrianfriendly environment.



# **MOVEMENT NETWORKS**

Objective:

Create an environment that encourages pedestrians and automobiles to move in a manner appropriate to a ceremonial main street.

Guideline:

Improve the grade-level environment for pedestrians along the length of the corridor.

- Improve the intersections of Wabasha Street and Kellogg Boulevard, 4th, 5th, 6th and 7th Streets to facilitate pedestrian crossing.
  - · Create bumpouts at intersections to favor pedestrian crossing.
  - · Reduce traffic signal cycle lengths.
- Design streets as high-quality components of the public realm through redesign of the right-of-way and streetscape improvements.

Guideline:

Encourage pedestrians to use the street level.

- Restrict expansion of the skyway network beyond Wabasha Street, Kellogg Boulevard and 7th Street.
- Facilitate movement between the skyway and street level, especially for those
  of limited mobility.
  - · Create more visible access.
  - Provide clear way-finding to direct skyway users to the street level.
- Create at-grade weather protected connections in strategic locations through buildings and across building frontages along the length of Wabasha Street.
- Improve pedestrian connections between Wabasha Street and Rice Park-Civic Center.
  - Redevelop the Applebaum's block to create weather-protected at-grade connections between Wabasha Street and Rice Park.
  - Add street-level interest and articulation (civic art, seating, plantings, etc.) to Hamm Plaza to support the major at-grade pedestrian route through this important public space.
- Improve the pedestrian environment adjacent to parking ramps.
  - Improve the appearance of existing ramps through landscaping and facade articulation.
  - Design new ramps to be "faced" with active uses at grade level.
- Capitalize on the fact that the skyway system meets the ground level at Wabasha Street (at Capital Centre Plaza).

### Guideline:

Redesign the Wabasha right-of-way to slow traffic, improve connectivity between the West Side and the Capital Mall, and encourage street-related activities.

- Restore two-way vehicular traffic to Wabasha and St. Peter Streets.
  - Two-way (one lane in each direction) operation on Wabasha Street should begin at East
    11th Street, and continue to the current two-way operation south of Kellogg Boulevard.
    An additional third lane for left turns at all approaches to cross streets should be provided
    where possible (i.e. where not precluded by one-way operation on east-west streets).
  - Two-way traffic should be restored on St. Peter Street between 11th Street and Kellogg
    Boulevard, and a related program of traffic calming measures introduced with a particular
    focus on the plaza to the north of Landmark Center.
- Narrow intersections along Wabasha Street with corner bumpouts similar to those now in place at Wabasha and Exchange Streets.
  - Where appropriate (depending on detailed traffic analysis), extend bumpouts to cross-streets (as has been done on Exchange Street to the east of Wabasha Street).
- Maintain convenient on-street parking to support local retail uses.

### Guideline:

Improve public transit along the Wabasha Corridor.

- Establish a transit shuttle spine along Wabasha Street from the Capitol to the West Side to extend the reach of existing parking, serve the need for mid-day trips for downtown workers, extend the duration of stay and internal travel distance within the downtown for visitors to the Civic Center and the Science Museum, and strengthen the connections between downtown and the West Side.
  - The shuttle spine should have frequent service (every 5-8 minutes during most of the day, and every 10-12 minutes during early/late hours) and operate 14-16 hours daily.
  - Smaller mid-sized vehicles should have simple, direct routing.
  - The operation should be clearly differentiated, in the users' view, from regular transit coach, quiet and fume-free. There should be safe, appealing and weather-protected boarding areas.



5.3.1 The role of the Rice Park-Civic Center area: strengths, issues, constraints and opportunities.

With major new investment building on the success of the Ordway Music Theater and the Civic Center, the Rice Park-Civic Center Precinct is poised to become a city-wide and regional draw. Strategically located along the bluff with a natural topographic connection to the river, it is positioned to provide one of the key visual and physical connecting links between the city and the river.

Strengths

The area is marked by a wealth of resources. Rice Park is an exemplary urban park framed by high-quality new structures, such as the Ordway Music Theater, and historically significant structures including the Landmark Center, the Central and Hill Reference Libraries and the Saint Paul Hotel. The expansion of the Civic Center and the construction of the new Science Museum of Minnesota represent a very large investment and significant new resources. The historic splay formed by Washington and Market Streets creates visual interest, beauty and opportunities for perspectives and views in a unique and dramatic location in the city at the edge of the bluff overlooking the Mississippi.

### Issues

The initial reason for examining this precinct lies in the opportunity presented by the some 2.5 million annual visitors projected to visit the Civic Center, most of whom will be staying at hotels in the heart of the downtown, including the Radisson. The skyway network that connects much of the downtown does not extend through Rice Park to the Civic Center. In a competitive convention market, connections that provide clear way-finding are an important criterion in selecting convention sites.

The challenge is how to create the connection between the hotels and the Civic Center while still preserving the integrity and character of Rice Park. A number of options have been proposed (and new ones continue to emerge). There was a general consensus that there should be a connection, but that none of the previously considered options were workable. The suggestion to extend the skyway to the Civic Center across Rice Park met with considerable opposition: it detracts from street life and has a significant visual impact on the Park. Similarly, an underground route detracts from street life, feels unsafe, and creates a confusing third level of pedestrian circulation. The potential riverwalk is expensive and difficult to implement quickly. There is a perception that the existing at-grade connections do not provide a sufficient link.

# Constraints

In the short term, the lease on the Radisson Hotel stipulates that no new hotel can be built within the next five years using City funds, requiring that a solution be found to create an interim connection between existing facilities. At the same time, the key strengths of the precinct – the quality and historic nature of buildings and open spaces, and the existing highly successful public realm, which is exceptional in downtown Saint Paul, also represent constraints by making the issue of weather protection through this precinct extremely sensitive. As well, there are generally insufficient amenities – shops, restaurants, cafes – within the Rice Park area to meet other needs of convention goers.

# Opportunities

The Rice Park-Civic Center area has the physical resources to serve as a city-wide and regional draw. Over time, the creation of a city balcony riverwalk will provide a magnificent opportunity to exploit views of the Mississippi from a number of vantage points. Improved connections from the precinct to the surrounding city and neighborhoods, such as the grand public stair at Washington Street to Celebration Plaza and the river, will greatly enhance the appeal in this area and extend its reach. There is also a major opportunity to expand the network of internal grade-level weather-protected walkways as new development and redevelopment occur.

Rice Park received the highest rating in the City's 1993 Visual Preference Survey and is a city-wide and regional draw.





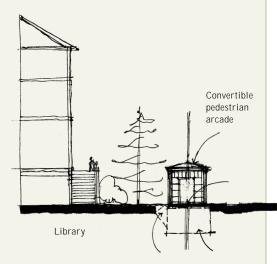
# 5.3.2 The Vision.

The overall approach to the Rice Park-Civic Center Precinct builds broadly on existing strengths and resources to create a vibrant, active, cultural/entertainment center with a local and regional draw. Improved links are provided between Rice Park and the river as well as the surrounding neighborhoods, especially the Wabasha Corridor. The creation of a connection between the Radisson Hotel and the Civic Center, either through additions to the skyway network or the development of expensive tunnels, is not recommended. Instead, in addressing the issue of a weather-protected link, the intention is to strike a balance between maintaining the vitality of the public realm at street level, the preservation of Rice Park's character, and meeting the needs of the Civic Center and convention goers. A solution that fails to strike this balance could contribute to a loss of vitality in this exceptional area; this is an unthinkable price to pay in resolving a temporary problem. In the long term, a new convention hotel should be built closer to the Civic Center.

# 5.3.3 Objectives and guidelines.

Based on the broad Framework goals, the following objectives and guidelines are intended to direct the development of the Rice Park-Civic Center area toward the achievement of the Vision.

A weather-protected link between the Radisson Hotel and the Civic Center should strike a balance between maintaining the vitality of the public realm at street level, the preservation of Rice Park's character and meeting the needs of the Civic Center and convention goers.



# **PUBLIC REALM**

Objective:

Enhance and build upon the successful pedestrian environment.

Guideline:

Improve connections to Wabasha and the downtown core.

- Create connections to Wabasha Street by extending the special streetscape character of the Rice Park area, consisting of paving, lighting, tree planting, and street furniture, north to 7th Place.
- Reinforce connections along Washington and Market Streets, 4th, 5th, 6th Streets and 7th Place through widening the sidewalks, as well as landscape and streetscape initiatives.
- Preserve view corridors between Rice Park and Wabasha along 4th, 5th, and 6th Streets.
   Create a focal point at the end of 6th Street to provide visual interest and establish a connection from Wabasha Street.
- Create a convertible at-grade pergola that is enclosed in winter and opened in summer. The preferred alignment is along 4th Street in front of the Public Library (or integrated within the library itself). In the summer, the structure could be used for a market and artists, and planted with climbing vines.

Guideline:

Create connections to the Mississippi.

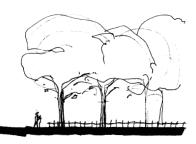
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- Maximize opportunities for new public vertical connections to the river, including the grand Science Museum staircase and a potential additional stairway at Exchange.
- Develop a city balcony riverwalk incrementally as opportunities arise, using existing buildings to extend a linked convertible walkway along the bluff edge from the Science Museum to Lowertown.

Guideline:

Create new open spaces.

Create a sequence of open spaces between the expanded Civic Center and the existing St. Paul Companies day care center, incorporating existing landscape features.



# **LAND USE**

Objective:

Encourage a diversity of additional uses to expand the draw of the Rice Park-Civic Center area as a regional cultural and entertainment destination.

Guideline:

Encourage a diversity of uses.

- Locate active uses, such as restaurants and cafes, on the ground floors surrounding Rice Park. Appropriate locations include:
  - · the ground floor of the Hamm Building,
  - · the Commercial Bank site,
  - · the Applebaum's block,
  - · Landmark Center,
  - · the St. Paul Companies,
  - · the Landmark Tower,
  - · the U.S. West building.
- In the long term, there is a potential to create a large convention hotel adjacent to the Civic Center and a small, high quality hotel/restaurant on the Minnesota Club site. A Visitor's Center is also a potential use.

Guideline:

Introduce residential uses in the vicinity.

- Strategically introduce residential uses at a number of potential sites including:
  - · the Lowry Hotel,
  - 7th Place.
  - the north west corner of 7th and Wabasha Streets,
  - · immediately south of the existing Science Museum.

# **BUILT FORM**

Objective:

Ensure that new and renovated structures contribute to the quality of the public realm and the coherence of the architectural setting.

Guideline:

Achieve contextual fit.

• Design new buildings to be compatible with the character of the area, respecting scale, massing, and street alignment.

The city balcony, already existing at Kellogg Mall, should be extended.



### Guideline:

Enhance the pedestrian environment: create an outstanding example of at-grade alternatives to skyways.

- Use convertible arcades along the edges of buildings and strategic through-block connections to create weather-protected at-grade pedestrian routes. Appropriate routes include:
  - · through the Public Library to access Kellogg Boulevard and the river,
  - · through the St. Paul Companies,
  - the Ordway Theater,
  - along Kellogg Boulevard through the Ramsey County building.

### Guideline:

# Frame the public realm.

- Use redevelopment opportunities strategically to create connections and frame the public realm.
  - Redevelop the Applebaum's block to improve at-grade connections to Wabasha Street via a medium-sized courtyard building.
  - · Design the future expansion of the St. Paul Companies to frame an open space north of the Civic Center.
  - Develop a future hotel on the site of the existing Civic Center Exhibition Space or on alternative adjacent sites.
  - Redevelop the Firstar Bank site as a low-rise, mixed-use building that creates a vibrant focal
    point within the precinct and connects the precinct to Wabasha Street.

# **MOVEMENT NETWORKS**

### Objective:

Maintain the focus on a successful street-level network that balances the needs of the pedestrian and vehicular access.

### Guideline:

# Extend the quality of Rice Park.

- Overcome the barriers created by major traffic arteries bordering the site. Seventh Street and Kellogg Boulevard should be landscaped as urban boulevards.
- Improve the quality of all local streets.
  - The rights-of-way should be modified to better accommodate pedestrians, especially along St. Peter, 4th, 5th and 6th Streets.
  - St. Peter and Wabasha Streets should be restored to two-way vehicular movement.
  - An at-grade weather protected pedestrian network should be created using existing building connections and adding new segments along Landmark Center, St. Paul Companies, the Appelbaum's block and Kellogg Boulevard.



5.4.1 The role of the Upper Landing: strengths, weaknesses and opportunities.

The Upper Landing Precinct is a site with a history of dramatic change. At one time the site of Little Italy, a small thriving community removed due to flooding, it was subsequently occupied by industrial uses that have since been removed. With new opportunity comes the ability to rethink the future of this prominent site.

The Upper Landing Precinct presents one of the most significant opportunities to reintegrate and reconnect the Mississippi with the city, specifically the downtown core. It also forms an important link in a regional network of trails running along the Mississippi River. Strategically redeveloped, the Upper Landing is poised to achieve a number of objectives outlined by the Development Framework.

The Upper Landing presents one of the most significant opportunities to reconnect the Mississippi to the downtown core.



### Strengths

The site occupies a unique, high-profile, and pivotal location along the river. It is immediately adjacent to the new Science Museum and in close proximity to the downtown.

### Weaknesses

The topography of the site and surrounding area, the road network, and the railroad isolate the site from the adjoining residential and retail community. In addition, the soil quality presents a number of challenges to the redevelopment of the Upper Landing Precinct. The soil is unstable and structures will likely require piling. Portions of the site are contaminated and will require remediation prior to more intensive use. Situated on the river flats, the Upper Landing Precinct lies within the 100 year flood plain. Securing the lands from future flood waters requires that the site be raised 3-4 feet.

On-going barge fleeting in this area also requires consideration in planning for riverfront and related features. The newly aligned Shepard Road, while freeing the river's edge for pedestrians, bikes and open space, will extend across the northern edge of the Upper Landing. Finally, the location of the High Bridge and NSP immediately to the west, combined with the location of NSP tracks used for coal storage along the northern portion of the site, will require careful consideration and buffering.

# Opportunities

The overall opportunity is to successfully capitalize on and celebrate the meeting of river and city. By clustering activities to create focal points and extending the public realm to the river's edge, there is the opportunity to create a vibrant residential community and a high- profile destination that attracts visitors through the year. The design of buildings and the public realm can enhance and create a number of connections: between the river and downtown, along the river, between neighborhoods, and to the Science Museum. There is also an opportunity to acknowledge the site's origins: its geological history in the exposed bluff face, its history as a working river community and its history as the former Little Italy. Strategic development of the Upper Landing Precinct could enhance the role of this segment of the Mississippi as an important natural habitat and ecological corridor.

# 5.4.2 The Vision.

The Upper Landing Precinct is a place where the balance between the culture of the city and the nature of the river is played out. The mixed-use development proposed on the site seeks to connect to the river and the city, inviting the citizens of Saint Paul to live and work near the river as well as to experience and contemplate it. A broad range of housing types and commercial ventures catering to the local and visitor market is supported. A broad naturalization strategy aims to reintegrate and restore the river's edge and flats. Innovative storm water management solutions provide ponds along the river. A prominent civic space at the foot of Chestnut Street with a pavilion structure forms a principal entry to the site. Oriented to face the river, a central public space provides a village green for socializing and experiencing the river.

The vision outlined above and elaborated here is still conceptual. It requires a detailed technical analysis of engineering, regulatory and development feasibility issues.

# 5.4.3 Objectives and guidelines.

Based on the broad Framework goals, the following objectives and guidelines are intended to direct the development of the Upper Landing Precinct toward the achievement of the Vision.



The Upper Landing Precinct Plan proposes a mixed-use neighborhood setting that will invite the citizens of Saint Paul to live, work and recreate adjacent to the river.



# **ENVIRONMENTAL CONTEXT**

Objective:

Use development of the Upper Landing Precinct as a key opportunity to explore the balance between development and the natural environment, and to encourage a unique urban ecology.

Guideline:

Reduce the rate and quantity of direct stormwater runoff into the Mississippi River from the Upper Landing.

- Develop upland buffers to create wetland biofiltration systems as ecologically-functioning open space elements.
- Separate and re-use clean runoff from roof-tops and yards, and create "natural areas" for landscaped watering. This may involve the installation of cisterns.
- Convey excess clean and "dirty" stormwater (from roadways and parking lots) through vegetated swale systems into upland prairie and wetland biofiltration systems for cleansing, rate mitigation, and quantity reduction.

Guideline:

Naturalize the river's edge.

- Introduce a combination of hard and soft edges along the river banks. Re-introduce natural species where possible.
- In the short term, there should be a co-existence of barging and recreational activities in this area of the river. In the long term, there should be a gradual, phased changeover in favor of recreational activities and naturalization.

Guideline:

Manage contaminated soils.

• Explore innovative techniques for consolidating and capping contaminated soils and integrating this process with site development.

Guideline:

Clearly establish the required elevation for flood control.

# **PUBLIC REALM**

# Objective:

Employ a greening strategy that responds to and takes maximum advantage of the riverfront location.

### Guideline:

Create a diversity of parks spaces and strengthen connections to the existing city fabric.

- Create a generous, meandering, informal riverfront promenade that incorporates a series of connected parks and plaza spaces along the length of the Upper Landing Precinct.
  - Development should generally be set back a minimum of approximately 150 feet from the river's edge with the exception of a strategically-located pavilion structure.
- Create a naturalized park complementing Celebration Plaza immediately east of Chestnut Street.
- Accommodate water-related activities within the context of the overall plan as feasible and appropriate.
- Maximize the opportunities within and/or around park spaces to generate revenue related to park users' needs.

### Guideline:

# Create visual connections.

- Preserve key view corridors.
  - · along Chestnut Street to the Cathedral,
  - · from the bluff,
  - · from the High Bridge,
  - · from the new Shepard Road to the river,
  - from Seven Corners to the river.
- Create a direct visual connection from the Head House back to Irvine Park.

# **LAND USE**

Objective:

Develop an urban village that meets many daily needs of local residents and also creates a destination point catering to the larger city.

Guideline:

Create a mix of uses throughout the Upper Landing Precinct.

- Include residential, commercial, live/work studios, workshops, recreation and open space within the development.
- Cluster retail and commercial uses at the foot of Chestnut Street, in and around the central pavilion building, and toward the west near the High Bridge.
- Locate residential units along and to the north of the village's main street.

Guideline:

Create a local tourist destination.

- Position the urban village as a place for residents and visitors.
- Encourage the landmark pavilion building to contain tourist/visitor attractions and bring people to the river's edge.
- Re-use the Head House, an industrial and historic artifact, for a restaurant/cafe, interpretive center, or observation tower.
- Explore opportunities to create programmatic connections with the Science Museum, such as environmental, educational and demonstration activities for residents, visitors, developers and others.

# Future development should respect the scale of the river valley.



# **BUILT FORM**

Objective: Create development that provides a transition between the core and the river, defines a

public realm and allows the public to experience the river.

Objective: Use development strategically to buffer the NSP Plant and to resolve issues related to contamination.

Guideline: Develop buildings that are in keeping with the scale of the river valley.

- Establish an overall height limit of 3-6 stories.
- Include townhouses and low- to mid-rise apartment forms.
- Consider building modest tower elements as "markers" at strategic locations.
- Orient buildings to maximize the benefits of the southern exposure.

Guideline: Develop structures that frame the public realm.

- Locate a pavilion structure in the central green to provide an open space/entry focus.
- Use built form to define and frame the public water's edge from the High Bridge to Chestnut Street.

Guideline: Use buildings as buffers where appropriate.

 Create a continuous edge with non-residential uses such as offices and workshops at the western end of the site to create a buffer to the High Bridge and NSP Plant.

Guideline: Where feasible, use structures to assist in dealing with contamination issues.

It may be possible to address a number of problems simultaneously. Providing parking one half-level underground would cap the site with concrete pads, raise the level of usable space above the level of the flood plain and reduce the demand for surface parking lots. Where this occurs, the roof of the parking deck can be used for landscaping or can be built upon with new residential and commercial uses.

# **MOVEMENT NETWORKS**

Objective:

Create a street network that enhances connections to the city and river, and enables easy development of the site.

Guideline:

Establish an interconnected informal grid of streets and blocks.

- Establish small, regular developable blocks perpendicular to the Mississippi in order to allow views and connections to it.
- Create an open street grid pattern with a diversity of routes.
- Form a main street along the river.
- To increase the size of the development parcel by approximately 2.5 acres, push the new Shepard Road approximately 50 feet further north, as close as possible to the existing rail tracks and the bluff. This additional land would need to be acquired from the rail company.
- To further increase the size of the development parcel, relocate the spur tracks of the NSP Plant to the north to align with the new Shepard Road.
- Maintain the old Shepard Road right-of-way at the southern edge of the Upper Landing Precinct. The exact location of this right-of-way should be flexible.
  - The right-of-way should be shared by pedestrians, bicyclists and automobiles.
  - Traffic calming techniques should be introduced to ensure that automobiles move slowly in this area.

### Guideline:

Improve connections to the rest of the city.

- As feasible, once a development scheme for the Upper Landing Precinct has been determined, extend Chestnut Street south of Shepard Road to improve connections to the Irvine Park neighborhood, increase access to the Upper Landing and facilitate a pedestrian loop through the site. Create a full 4-way signalized intersection at Chestnut Street and Shepard Road.
- Establish two signalized intersections along Shepard Road, as well as a number of right-in/right-out intersections.

- To reduce the barrier effect of the new Shepard Road, focus the design of the right-of-way
  and streetscaping initiatives on creating a successful urban boulevard, heavily landscaped
  within minimized concrete shoulders.
- Retain the old Shepard Road right-of-way for use as a major bicycle trail.
- Create a pedestrian walkway along the bluff top.
  - Access to the walkway should be provided at the High Bridge and Chestnut Street to provide a connection to the river.
  - A new vertical connection between the bluff walkway and the river flats should be provided toward the middle of the Upper Landing Precinct, where the bluff walkway is combined with a pedestrian bridge over the rail corridor.
- In the vicinity of the Science Museum, design Chestnut and Eagle Streets to ensure connectivity and the quality of the pedestrian environment.
- Locate an access point to the NSP Plant along new Shepard Road west of the High Bridge.



5.5.1 The role of the West Side: strengths, weaknesses and opportunities.

The West Side community is unique within Saint Paul. Settled by waves of immigrants, it has evolved into a neighborhood with a distinctive ethnic character. Its rich cultural history, marked by both difficulties and hope, should be acknowledged by future plans. Through strategic and creative redevelopment, there is an opportunity to create a unique and special blend of uses that will position the West Side as one of the most desirable areas and key destinations within Saint Paul.

The murals adorning buildings on the West Side display the strength and richness of local ethnic communities.



### Strengths

The West Side community has a number of inherent strengths that should be recognized and consolidated in redevelopment plans. The existing community is actively involved and passionate about future plans for the area. It is comprised of a unique blend of cultures, including Latino, Hmong, Irish, Lebanese, Native American, Jews, Norwegians, etc. This is reflected in the diverse restaurants, murals adorning buildings, and the strong sense of community and history.

The retail strips along Robert, Wabasha and Concord Streets serve local residents and are increasingly emerging as a regional draw. Supported by a range of light and heavy industrial uses in the Riverview Industrial Park, the area has a strong local business base. Energetic and diverse land and business owners on the West Side are actively involved in bringing forward a range of visionary initiatives.

The Mississippi River is accessible from the flats at the foot of the bluffs. The new levee running along its length creates the opportunity to build adjacent to the river and represents an ideal location for an expanded river walk. Harriet Island, Lilydale and the caves are unique amenities. Located at the top and base of the 100-foot-high limestone bluffs, the West Side has an appealing physical setting. The two existing staircases, one at the end of Wabasha and one at Ohio, allow pedestrians to move with relative ease between the top and base of the bluffs in these locations. The area is easily accessed from downtown over the High Bridge, as well as the Wabasha and Robert Street Bridges.

### Weaknesses

The quality of the existing physical setting is inconsistent and fragmented. An evenly spread, low-density sprawl occupies the river flats, but in a way that fails to realize its enormous locational advantage. Much of the existing employment is located in suburban-style office parks where buildings are set back far from the street edge. Buildings are surrounded by large underutilized open space and surface parking lots.

Along the key retail streets, Wabasha, Concord and Robert Streets, frontage is discontinuous, with surface parking lots and vacant storefronts dotted throughout. The occupation of some prime retail sites by non-profit uses dilutes the strength of the local retail strips and adds to the sense of discontinuity. The cluttered signage, billboards and barren landscapes create a poor visual image along the major corridors.

The fast movement of cars along Robert and Concord Streets diminishes the environment for pedestrians. There are also relatively few locations where pedestrians are easily able to move between the bluff tops and the flats.

### **Opportunities**

By extending the existing West Side community to the river, making better use of the land resource, and consolidating existing employment uses, the West Side can offer residents the opportunity to live and work in close proximity to the river. Building on its emerging role as a destination, the West Side can offer other Saint Paul residents and visitors the opportunity to experience the river from a unique cultural perspective. In redeveloping the flats, there is the opportunity to recall contributions of the many peoples who have lived on this land over time.

From the new bridgehead, Wabasha Street itself can be reclaimed as a mixed-use main street and the focus of retail activity by enhancing and building on existing retail uses. There is an opportunity to provide a range of community facilities to enhance the lives of community members, young and old. Such amenities might also include links to local and regional green trails and an outdoor market. Opportunities for local youth should also be considered.



The West Side Precinct Plan envisions a series of linked urban villages that will extend the existing neighborhood to the riverfront and create a number of new opportunities to experience the Mississippi.

# 5.5.2 The Vision.

The West Side of the future is envisioned as a series of linked urban villages where people live, work and play. Each village has a clearly-identified focus, high-quality architecture and well-designed public spaces. There is a diversity of housing opportunities in terms of income, age and family size. A vibrant local economy is reflected in businesses catering to neighborhood needs as well as community/regional markets. The history of the community is recalled through preservation of historic buildings, cultural references, monuments, restoration of landscapes, etc.

The Mississippi River is an integral part of the local community, and there are opportunities to experience it from a number of perspectives and vantage points. Entertainment and leisure activities are accessible to residents and visitors. Harriet Island Park, a significant regional attraction, and a popular market bring the West Side into the city's consciousness as a destination. It is a vision of Saint Paul as a city on both sides of the Mississippi River.

West of Wabasha Street, the Harriet Island urban village is created through blending a new, mixed-use community with the existing neighborhood. The community is focused around a village green that extends the green of the Mississippi inland through Harriet Island Park. With the exception of a few structures, the existing buildings are maintained. Over time, it is anticipated that higher-quality architecture will replace some of them. As the heart of the

extended West Side neighborhood, community facilities, such as the cultural/community center or school, are proposed for this area. Along the three blocks west of the Wabasha Bridge, the levee is widened to enable buildings to be built directly facing onto it, creating a more direct relationship with the Mississippi River. A green open space lies at the foot of the bluff.

Between Wabasha and Robert Streets, the Concord-Robert urban village is extended north to the river in a mixed-use band. This represents the focus of the West Side small business community. A regional attraction, potentially water- or environmentally-related, is proposed for the JLT and HRA lands. The rail corridor is proposed as a linear green corridor several hundred feet wide that could be used as a park, cultural corridor, gardens, etc. By bringing an existing stream to daylight, a serpentine water feature is created adjacent to the rail corridor for stormwater management and recreation.

East of Robert Street, the West Side continues to be predominantly industrial in character. The built form is consolidated to create a more coherent public realm. Immediately adjacent the Mississippi River, a mixed-use, predominantly residential area is proposed, forming the heart of the Esplanade urban village.

Essentially, the plan accepts and works with the large grid network established by Robert, Wabasha, and Water Streets and Plato Boulevard. West of Wabasha Street, the plan fills in the grid with a finer grained network of streets, creating a number of smaller blocks. Between Wabasha and Robert Streets, blocks are slightly larger. East of Robert Street, the grid is largely retained in its existing form, accommodating large industrial uses.

The green armature comprises the banks of the Mississippi, the greened bluffs, Wabasha Street and the rail corridor. Within this broader armature, the village square, the regional attraction, and a number of smaller neighborhood parks contribute to a finer-grained green network extending throughout the West Side. A neighborhood park with playing fields is created between the South Wabasha Bridgehead and Concord-Robert urban villages, between Wabasha and Robert Streets.

Wabasha Street is redesigned as a major transit spine, pedestrian promenade and north-south connection. Plato Boulevard and Water Street are greened as the key connecting east-west streets. A bluff edge trail runs from Cherokee Park to the Wabasha staircase, adding to a city-wide recreational trail system.



It is envisioned that Harriet Island Park (above) will again become an important recreational resource for local residents and visitors (below ca. 1900).



# 5.5.3 Objectives and guidelines.

# **ENVIRONMENTAL CONTEXT**

Objective: Balance the natural and built environment in strategic riverfront redevelopment.

Guideline: Reduce the rate and quantity of stormwater runoff from the West Side into the Mississippi River.

 Develop a series of natural and engineered water management features including swales, wetlands and infiltration sites.

Guideline: Identify opportunities for ecological restoration/preservation/naturalization.

• Continue the work of Greening the Great River Park.

• Naturalize and green the levee, rail corridor, bluff base wetland and water courses, and Lafayette freeway.

Guideline: Identify educational opportunities by linking community, and particularly youth development, with ecological initiatives.

• Involve the public in restoration projects.

• Reference the cultural and natural history of the West Side.

• Maximize opportunities inherent in the MNRRA Harriet Island Educational Center.

Employ a greening strategy that responds to and takes maximum advantage of the riverfront location, and enhances natural features and green amenities.

Use landscape and streetscape initiatives strategically to create a more pedestrianoriented environment.

• Extend landscape initiatives to create a series of pedestrian promenades along Wabasha, Robert, and Water Streets, and Plato Boulevard.

• Position Wabasha Street as the pre-eminent pedestrian boulevard.

Guidelines: Preserve the bluff line.

Objective:

Guideline:

- Restrict the height of new structures to 3-6 stories.
- Create attractive "roofscapes" as seen from bluff tops.

# **PUBLIC REALM**

Objective: Embrace and raise the profile of open spaces and natural features.

Guideline: Create and enhance the network of connected local parks.

- Create a neighborhood park along the bluff base.
- "Daylight" streams that are currently buried, one running along the bluff base west of Wabasha Street and one near the rail corridor.
- Enhance the rail corridor from south of Robert Street to the Mississippi River as a linear green space with a canal running adjacent to it.
- Create a large neighborhood park between Wabasha and Robert Streets.

Guideline: Connect to local and regional trails.

- Orient the streets and blocks to frame and improve visual and physical connections to Harriet Island Park and the Mississippi River.
- Create focal points on the levee at the ends of streets to connect the community to the Mississippi River.
- Ensure easy bicycle and pedestrian connections to Lilydale.
- Widen the levee along the three blocks west of Wabasha Street to create a promenade/ bicycle path along the top of it and enable buildings behind the levee to face directly onto the Mississippi River, taking care to maintain physical and visual connections between the river and the rest of the West Side.
- Complete and connect trails along the bluff edge.

Guideline: Preserve views and panoramas.

Guideline: Explore opportunities for carefully managed and secured re-use of the caves.

# **LAND** USE

# Objective:

Extend and diversify the existing West Side community by creating a series of urban villages that incorporate a concentration of retail activities, housing and local employment opportunities.

### Guideline:

Create urban villages that increase the opportunities for people to live, work and meet most daily needs within walking distance.

- Villages should be created:
  - · adjacent to the Harriet Island Park,
  - · at the South Wabasha Bridgehead,
  - · at Concord and Robert Streets,
  - · at the Esplanade.

### Guideline:

# Diversify the mix of uses on the river flats:

- East of Robert Street uses should include:
  - opportunities for small business incubator space,
  - a range of housing (by income level, size and for renters and owners),
  - · live/work space,
  - light industrial,
  - · open space.
- Between Robert and Wabasha Streets, uses should include:
  - retail/commercial, including an open air market,
  - · community services and facilities,
  - a range of housing (by tenure, income level, size),
  - · a regional attraction,
  - · open space.

- West of Wabasha Street behind the levee, uses should include:
  - a range of housing (by tenure, income level, size),
  - · retail/commercial,
  - community services and facilities,
  - · light industrial,
  - · open space.
- East of Robert Street along the river, uses should include:
  - residential,
  - · office,
  - · retail/commercial,
  - · light industrial,
  - · open space.

# Guideline:

# Create concentrations of retail activity.

- Build on existing retail uses along Wabasha and Robert Streets near Concord Street, and at Concord and State Streets.
- Encourage a broad range of businesses that cater to neighborhood, local and regional markets.
- Discourage the displacement of retail stores and businesses on primary commercial frontages by community service activities.

### Guideline:

# Create a focus for community activities.

• Encourage a full range of community services, such as an Adult Learning/Cultural /Community Center, to be located west of Wabasha Street.

# **BUILT FORM**

Objective:

Create a city edge along the river by extending the existing urban fabric of the West Side, and restoring and preserving buildings of historic and architectural merit.

Objective:

Create readily-developable blocks.

Guideline:

Strategically direct infill development.

- Use development to define common edges for the extended West Side community along the river.
- Direct infill development to vacant and underutilized sites, particularly those along the main retail strips – Wabasha, Concord, Robert and Congress – to create a continuous building edge along the street.
- Front buildings directly onto an extended levee between the South Wabasha Bridgehead and Harriet Island Park.
- Identify and develop key gateways with buildings and landscaping:
  - · at the Robert Street bridgehead,
  - · at the Wabasha Street bridgehead,
  - · along Wabasha and Robert Streets,
  - · at Ohio Street and Plato Boulevard
- Develop a strategy for successfully integrating residential and employment uses. Combine landscaping, setbacks, building orientation, etc. to ensure compatibility of uses.

Guideline:

Ensure that built form responds to the topography of the river valley and to existing low-rise structures.

- Encourage buildings that are predominantly low- to medium-rise in form.
- Where industrial and residential uses are mixed, ensure that entrances, parking, loading, etc. are appropriately integrated and designed.

# Guideline: Configure the West Side into a network of streets and blocks to accommodate a range of uses.

- Create a fine-grained network of streets and blocks west of Wabasha Street.
- Create a mixture of block sizes between Wabasha and Robert Streets.
- Leave intact the large blocks east of Robert Street.

Guideline:

Undertake an inventory of existing heritage and cultural structures, landscapes, and artifacts (murals, etc.), and develop a strategy for their preservation.

# **MOVEMENT NETWORKS**

Objective:

Facilitate a diversity of forms of movement, including walking, bicycling, transit and driving.

Guideline:

Facilitate movement and connections between neighborhoods, retail areas, the riverfront, downtown and the existing West Side community.

- Create a well-defined and connected street network that offers a range of possible routes for movement between the existing West Side community, the river, and locations to the east, west, north and south.
- Create a network of on- and off-street paths and trails for pedestrians and bicycles.
- Facilitate movement between the bluff top and flats through stairs, ramps, elevators, etc.
- Improve connections to Harriet and Raspberry Islands.
- Create a trolley route with short headways connecting the West Side to downtown and the Capitol.

Guideline:

Design the street rights-of-way to balance the needs of cars, bicycles, public transportation and pedestrians.

• Pay particular attention to the retail areas along Wabasha, Concord and Robert Streets, the riverfront, areas of community activity, Water Street and Plato Boulevard.

Ohio Street creates an important link between the bluff top and the river flats.



- Selectively create wider sidewalks.
- Selectively narrow pavement widths.
- Designate bicycle lanes on key streets.
- Design intersections along Concord, Wabasha, Robert, and Water Streets and Plato Boulevard to be more friendly for pedestrians.
- Maintain a range of street types.

### Guideline:

Enhance the existing transit service.

- Create a trolley route with short headways connecting the Concord-Robert urban village and the Capitol.
- Consider the possibility of using narrow-gauge vehicles.

### Guideline:

Develop a comprehensive parking strategy.

- Identify build-to requirements that will consolidate buildings on the frontage of lots and locate parking at the rear.
- Draw on the overflow available on the industrial lands to the east.
- Retain on-street parking throughout the West Side.

### Guideline:

Facilitate movement between the urban core and the West Side.

• Explore opportunities for developing a water taxi link between the Upper Landing Precinct, Harriet Island and Lilydale.